

## Message Text

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USNMR SHAPE

S E C R E T SECTION 1 OF 2 USNATO 5874

E.O. 11652: GDS

TAGS: CA, MPOL, NATO

SUBJECT: CANADIAN FORCES FOR NATO: DRC MULTILATERAL REVIEW,  
OCTOBER 24, 1975

REF:A. USNATO 5766 DTG 221810Z OCT 75

B. STATE 262810 DTG 232310Z OCT 75

SUMMARY: AT OCTOBER 24 DRC MULTILATERAL REVIEW OF CANADIAN FORCE  
PLANS, CHAIRMAN (HUMPHREYS) NOTED INCOMPLETENESS OF CANADIAN RE-  
SPONSE TO DPQ (75) AND LOW LEVEL OF CANADIAN DEFENSE EFFORT FOR  
NATO. TOGETHER WITH DRC, HOWEVER, HE "SUSPENDED JUDGMENT" ON  
CANADIAN FORCES FOR NATO UNTIL CANADA COMPLETES ITS DEFENSE STRUCTURE  
REVIEW AND ALLIES CAN SEE ITS RESULTS. DRC REPS' QUESTIONS FORCUSED  
AROUND CANADIAN REDUCTION IN ARGUS MARITIME PATROL AIRCRAFT  
FORCE WITHOUT NATO CONSULTATIONS PERSONNEL PROGRAMS, AND REPLACE-  
MENT EQUIPMENT DECISIONS. CANADIAN TEAM, HEADED BY MR. JOHN ANDERSON  
WAS NOT ABLE TO MAKE DETAILS OF DEFENSE STRUCTURE REVIEW DECISION  
AVAILABLE; HOWEVER, HE PROMISED SUBSTANTIVE RESULTS PRIOR TO  
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DPC MINISTERIAL MEETING. HE STATED THAT PRESENT COURSE OF DEFENSE  
STRUCTURE REVIEW GIVES GROUNDS FOR "CAUTIOUS OPTIMISM" ON RESULTS.  
END SUMMARY.

1. DURING OCTOBER 24 DRC MULTILATERAL REVIEW OF CANADIAN FORCE PLANS, CHAIRMAN NOTED THAT IS HAD DETECTED LITTLE MOVEMENT IN CANADIAN PLANS OVER PREVIOUS YEARS. HE REMARKED THAT STRAIT-JACKET IMPOSED BY DOLLAR CEILING ON DEFENSE BUDGET DURING LATE SIXTIES/EARLY SEVENTIES HAD BEEN REMOVED, BUT THAT CANADA HAD NOT IMPLEMENTED COMMITMENT MADE AT DECEMBER 1973 MINISTERIAL MEETING TO COVER INFLATIONARY COSTS. CHARMAN NOTED PERSONNEL REDUCTIONS OF FIVE PERCENT OR MORE OVER THE PAST YEAR, AND STATED THAT THERE HAD BEEN NO PERCEPTIBLE DEVELOPMENTS IN MAJOR RE-EQUIPMENT AREAS, PARTICULARLY AS REGARDS THE FUTURE SIZE, SHAPE OR EVEN EXISTENCE OF THE BRIGADE GROUP IN GERMANY AND ITS AIR COMPONENT. HE NOTED THAT RESPONSE TO DPQ(75) WAS TOTALLY SILENT ON SHIPBUILDING PLANS, AND THAT CANADA HAD STATED FOR THREE SUCCESSIVE YEARS THAT IT WAS "STUDYING" REPLACEMENT OF ARGUS MARITIME PATROL AIRCRAFT. HE SAID THAT IS WAS PARTICULARLY UNFORTUNATE THAT CANADA HAD WITHDRAWN SIX OF THESE ARGUS AIRCRAFT, ASSIGNED TO SACLANT, WITHOUT NATO CONSULTATIONS. NOTING THAT CANADA'S DEFENSE STRUCTURE REVIEW WAS STILL IN PROGRESS, CHAIRMAN EXPLAINED THAT CANADIAN DPQ RESPONSE PRESENTS NO PLANS FOR 1977 AND BEYOND, AND THAT FINANCIAL INFORMATION STOPS IN MARCH, 1976. HE SAID THAT PRESENT INDICATIONS OF CANADA'S DEFENSE STRUCTURE REVIEW PROGRESS IN THE PRESS HAD BEEN MORE OR LESS ENCOURAGING, HOWEVER, AND THAT CANADIAN TEAM AT TRILITERAL REVIEW HAD VIRTUALLY PROMISED MAJOR DECISIONS IN TIME FOR DECEMBER MINISTERIAL MEETING.

2. REGARDING FORCE PLANS, CHAIRMAN NOTED THAT OF 50 APPROVED FORCE GOALS,CANADA WOULD IMPLEMENT 15 IN FULL AND 18 IN PART. HE THEN PROCEEDED TO SUMMARIZE LAND, MARITIME AND AIR FORCES SECTIONS OF IS-PREPARED DRAFT COUNTRY CHAPTER.FOLLOWING HTIS SUMMARY, HE DEALT AT LENGTH WITH ECONOMIC BACKGROUND, AGAINST WHICH CANADIAN NATO CONTRIBUION SHOULD BE JUDGED. HE NOTED REDUCTION OF 2.5 PERCENT IN REAL DEFENSE EXPENDITURES FOR 1974/75 AND 0.5 PERCENT IN 1975/76. HE NOTED PERCENTAGE OF GNP FOR DEFENSE BELOW 2.4 PERCENT AND PERCAPITA

DEFENSE EXPENDITURES RANKING 9TH IN THE ALIANCE.HE TERMED THE PERCENTAGE OF DEFENSE EXPENDITURES FOR CAPITAL EQUIPMENT (5.8 PERCENT)

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"EXTREMELY LOW", AND REFLECTIVE OF HIGH PAY SCALES WITHIN CANADIAN DEFENSE ESTABLISHMENT. HE DECLARED THAT CANADA' ECONOMY IS LESS AFFECTED BY THE ENERGY CRISIS THAN THAT OF OTHER ALLIES, AND THAT CANADA'S ECONOMIC OUTLOOK IS RELATIVELY OPTIMISTIC. HE EXPRESSED HOPE THAT PRIME MINISTER'S RECENT PROGRAM OF RESTRAINT WOULD NOT RESULT IN A FURTHER MOVE BACKWARDS IN THE DEFENSE FIELD.

3. IN SUMMARIZING, CHAIRMAN NOTED RECENT STATEMENTS OF PRIME MINISTER AND DEFENSE MINISTER HINTING THAT GOOD NEWS IS "AROUND THE CORNER." HE DECLARED THAT, ON THIS BASIS, THE ALLIANCE MIGHT SUSPEND JUDGMENT ON CANADIAN EFFORT DURING MULTILATERAL REVIEW. HOWEVER, HE FELT IT NECESSARY TO STATE THAT CANADA DESIRES ACTIVE PARTICIPATION IN THE POLITICAL AND ECONOMIC COUNCILS OF THE AL-

LIANCE, BUT APPEARS UNWILLING TO MATCH THIS DESIRE WITH APPROPRIATE MILITARY CONTRIBUTIONS. LACK OF A SUBSTANTIVE RESPONSE TO THE NATO FORCE PLANNING EXERCISE OVER THE PAST FOUR YEARS, HE STATED, "MUST CAST SOME DOUBT ON THE SERIOUSNESS WITH WHICH CANADA TAKES INTEGRATED DEFENSE PLANNING". HE THEN CALLED ON MILITARY REPRESENTATIVE TO COMMENT ON CANADIAN FORCES FOR NATO.

4. MILITARY COMMITTEE REPRESENTATIVE (GELUYCKENS) STATED THAT HE DID NOT HAVE A GREAT DEAL TO ADD TO CHAIRMAN'S COMMENTS. HE RECALLED THE DAYS OF "RATHER MORE SUBSTANTIAL" CANADIAN CONTRIBUTION, WHICH REINFORCED THE TOGETHERNESS OF THE ALLIANCE. HE URGED

CANADA TO KEEP PACE WITH HER ALLIES REGARDING EQUIPMENT, LEST PRESENT GAPS IN NATO FORCES WORSEN. HE NOTED CHAIRMAN'S COMMENTS THAT RECENT PRESS ACCOUNTS HAD GIVEN CAUSE FOR SOME ENCOURAGEMENT ABOUT THE FUTURE, AND THAT MILITARY AUTHORITIES WERE TAKING A "WAIT AND SEE" ATTITUDE. SHAPE REP (COL. HOOTEN) ECHOED LATTER COMMENT, STATING THAT SHAPE LOOKS FORWARD TO RECEIVING GOOD NEWS. SHAPE REP THEN OUTLINED THREE DEFICIENT AREAS OF CANADIAN ARMED FORCES: LACK OF ECM EQUIPMENT, NEED FOR REINFORCEMENT CF-55, AND TOTAL LACK OF RUNWAY REPAIR CAPABILITY FOR FRG AIRFIELDS. SACLANT REP (MAYO) NOTED DELAY IN ARGUS REPLACEMENT DECISION, ALONG WITH 1974 REDUCTION OF ARGUS FORCE, RESULTING IN DEGRADATION OF ATLANTIC ASW POSTURE. HE ALSO NOTED ADVANCED AGE OF MANY CANADIAN SHIPS, STATING THAT SACLANT URGED REPLACEMENT OF OLDER SHIPS AND SUBMARINES.

5. CHAIRMAN THEN GAVE FLOOR TO CANADIAN TEAM, COMPOSED OF MR. SECRET

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JOHN ANDERSON, CHIEF POLICY AND PLANS, DND, COL. MCCLOOD, DIRECTOR INTERNATIONAL PLANS DIVISION, AND COMMODORE FULTON, DIRECTOR-GENERAL OF CURRENT POLICY. ANDERSON CONCEDED THAT DPQ REPLY LEFT MANY QUESTIONS UNANSWERED, SINCE DEFENSE STRUCTURE REVIEW IS EXAMINING BASIS OF CANADA'S FORWARD PLANNING. HE SAID THAT HE WAS NOT IN A POSITION TO REVIEW GOVERNMENT INTENTIONS REGARDING EQUIPMENT REPLACEMENT AT THIS TIME, BUT REFERRED TO PRIME MINISTER'S STATEMENT THAT CANADA WOULD MAINTAIN THE LEVEL AND EFFECTIVENESS OF ITS ARMED FORCES. HE NOTED THAT PHASE II OF CANADA'S DEFENSE STRUCTURE REVIEW IS ALMOST COMPLETED, AND THAT HE EXPECTED RESULTS PRIOR TO DECEMBER MINISTERIAL MEETING. HE FURTHER STATED THAT SLOW PACE OF DEFENSE STRUCTURE REVIEW SHOULD NOT GIVE RISE TO PESSIMISM BUT "CAUTIOUS OPTIMISM". HE SAID THAT NOTWITHSTANDING RECENTLY ANNOUNCED PROGRAM OF ECONOMIC RESTRAINT, SUPPLEMENTARY FUNDING FOR DEFENSE OF \$200M HAD BEEN APPROVED DURING THE PAST TWO WEEKS IN ORDER TO ENABLE CANADA TO CARRY OUT 1975/76 PROGRAM IN FULL.

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6. NETHERLANDS REP (CARSTEN) QUESTIONED LACK OF NATO CONSULTATIONS ON CANADIAN REDUCTION OF SACLANT ARGUS FORCE. HE RECALLED PRIME MINISTER TRUDEAU'S STATEMENT AT OCTOBER 1974 NAC THAT CANADA IS A CONVINCED AND LOYAL ALLIANCE MEMBER WANTING TO ABIDE BY ITS COMMITMENTS. HE SAID THAT THE ALLIED COMMITMENT TO CONSULT ON FORCE CHANGES IS IMPORTANT BECAUSE IT FORCES ALLIES TO TAKE OPINIONS FROM OUTSIDE THEIR OWN NATIONAL BOUNDARIES INTO ACCOUNT. CHAIRMAN TERMED IT MOST APPROPRIATE FOR NETHERLANDS TO QUESTION CANADIAN LACK OF CONSULTATIONS, SINCE NETHERLANDS HAS SCRUPULOUSLY OBSERVED ALLIED CONSULTATION PROCEDURES. MR. ANDERSON REPLIED BY STATING THAT DECISION NATO TO CONSULT ALLIANCE WAS "ONE OF JUDGMENT". DURING FISCAL YEAR 1974/75 CANADA HAD SOUGHT TO MEET ITS FINANCIAL OBLIGATIONS BY REDUCTIONS IN NON-OPERATIONAL UNITS. THIS HAD NOT BEEN POSSIBLE IN ALL CASES. THE ARGUS REDUCTION MET THE CANADIAN CRITERIA AT THE TIME: ACCEPTABLE RISK, INTELLIGENT LINK WITH A PROGRAM OF MODERNIZATION, AND REVERSABILITY. AT THE TIME THE REDUCTION IN THE ARGUS FORCE WAS DECIDED,

CANADA BELIEVED THE REPLACEMENT DECISION WOULD HAVE BEEN  
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MADE IN TIME FOR CONSULTATION ON THE REDUCTION AS PART OF THE ANNUAL FALL NATO REVIEW OF FORCE PLANS. CHAIRMAN TERMED THIS EXPLANATION "ADMIRABLY FRANK", BUT ADDED THAT THAT WAS THE ONLY ADMIRABLE THING ABOUT IT. HE ASKED IF THE CANADIAN DECISION IS IRREVERSIBLE. ANDERSON REPLIED THAT IF SACLANT AND THE MILITARY COMMITTEE WERE TO SEEK A REVERSAL, CANADA WOULD ENTERTAIN CONSULTATIONS ON THE ISSUE. HUMPHREYS NOTED THAT ARGUS DECISION IS INDEED LINKED TO QUESTION OF

REPLACEMENT, AND THAT THE ALLIANCE WOULD RESERVE THE RIGHT TO CONSULT AT THE TIME REPLACEMENT DECISION IS MADE. NOTING THAT SACLANT MUST HAVE BEEN INFORMED, HE ASKED SACLANT REP TO EXPLAIN WHY SACLANT HAD NOT CALLED THE ARGUS REDUCTION TO THE ATTENTION OF AUTHORITIES AT NATO HEADQUARTERS. SACLANT REP RESPONDED THAT SOME MONTHS AGO SACLANT WAS MADE AWARE THAT CANADA WAS CONTEMPLATING A REDUCTION IN ITS ARGUS FORCE, BUT SACLANT DID NOT KNOW A DECISION HAD BEEN MADE UNTIL THE REDUCTION ITSELF OCCURRED. NETHERLANDS REP, NOTING THAT LETTER FROM PRIME MINISTER DEN UYL TO SYG LUNS REVERSING NETHERLANDS DECISION TO REDUCE MARITIME AIRCRAFT STRENGTH WAS TO BE DELIVERED SHORTLY, STATED THAT ALLIES INFLUENCED ONE ANOTHER THROUGH THE PROCESS OF CONSULTATION. CONSULTATION IS THEREFORE A HEALTHY THING, SINCE WITHOUT IT PARLIAMENTS TEND TO FOLLOW THE EASY EXAMPLE. AGAIN CHAIRMAN AGREED, STATING THAT CONSULTATION PROCESS IS "PART OF THE NECESSARY SELF-DISCIPLINE OF A COLLECTIVE SECURITY POSTURE."

7. FRG REP (WELZ) ASKED WHETHER DECISION HAD BEEN TAKEN ON CENTURION AND F-104 REPLACEMENT. ANDERSON REPLIED IN THE NEGATIVE, ADDING THAT DECISIONS WOULD BE MADE BY DECEMBER "AT THE LATEST". UK REP (PETERS) ASKED IF CANADIAN PERSONNEL REDUCTIONS COULD BE ATTRIBUTED TO RECRUITING DIFFICULTIES. ANDERSON REPLIED THAT PREVIOUS RECRUITING DIFFICULTIES FOR CANADIAN FORCES WERE LARGELY SOLVED. UK AND NETHERLANDS REPS ASKED HOW PATTERN OF VOLUNTARY RESERVIST TRAINING WORKS. COL. MCCLOUD REPLIED THAT SYSTEM IS BASED ON FILLING OUT EXISTING (REGULAR) UNITS, RATHER THAN FORMING LARGE UNITS COMPOSED ALMOST COMPLETELY OF RESERVISTS. UK REP INQUIRED REGARDING MARK 46 TORPEDO IMPROVEMENTS. COMMANDORE FULTON REPLIED THAT MARK46 IMPROVEMENTS ARE SIMILAR TO THOSE BEING MADE IN THE U.S.: SHALLOW WATER CAPABILITY, HELICOPTER LAUNCH CAPABILITY, AND TARGET REACQUISITION IMPROVEMENTS.

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UK REP INQUIRED AS TO WHETHER CANADA SHARES RESULTS OF ASW RESEARCH WITH ALLIES. ANDERSON WAS UNABLE TO ANSWER COMPLETELY, BUT STATED HE WOULD PROVIDE DETAILS AT A LATER TIME.

8. US REP (BADER) SAID THAT HE TOO HAD BEEN ENCOURAGED BY RECENT PRESS ACCOUNTS OF DEFENSE STRUCTURE REVIEW PROGRESS. HE STATED THAT THEY SEEMED TO INDICATE THAT THE REVIEW WOULD RESULT IN A STRENGTHENING, RATHER THAN A WEAKENING, OF CANADA'S CONTRIBUTION TO THE ALLIANCE. HE HOPED FOR A SPEEDY AND PRODUCTIVE OUTCOME OF THE DEFENSE REVIEW. NOTING THAT MAJOR EQUIPMENT PURCHASES OVER FUTURE YEARS WILL RAISE THE LOW LEVEL OF DEFENSE EXPENDITURES CURRENTLY DEVOTED TO CAPITAL EQUIPMENT, HE ASKED IF THIS WOULD PLACE FUNDING PRESSURES ON MILITARY PERSONNEL STRENGTH, WHICH HAS BEEN DECLINING. ANDERSON REPLIED THAT IT WOULD NOT, BECAUSE A SEPARATE PARLIAMENTARY VOTE IS CONDUCTED ON PERSONNEL STRENGTH. INSTEAD, IT

WAS LIKELY THAT INFRASTRUCTURE IN CANADA WOULD BE REDUCED, SINCE IT IS LARGER THAN NEEDED TO SUPPORT PRESENT PERSONNEL STRENGTH 47.X G UHD WPNHNS#TO DO WITH AIRFIELD DEFENSE BLOW-PIPE SYSTEMS WHEN MORE ADVANCED REPIER/ROLAND TYPE SYSTEM BECOMES AVAILABLE. ANDERSON REPLIED THAT THEY WILL GO OVER TO THE LAND FORCES. U.S. REP ASKED IF CANADIANS COULD PROVIDE ANY INFORMATION AT THIS TIME ON SHIPBUILDING PLANS. ANDERSON SAID DECISIONS HAD NOT BEEN MADE, SINCE THESE PLANS ARE A PART OF THE DEFENSE STRUCTURE REVIEW. U.S. REP CLOSED BY EMPHASIZING HOPE THAT THE REVIEW WILL SET CANADIAN FISCAL CONTRIBUTION ALONG A REMEDIAL PATH AND MEET RE-EQUIPMENT NEEDS. HE REAFFIRMED THE U.S. BELIEF IN THE IMPORTANCE OF CANADIAN LAND AND AIR FORCES IN EUROPE, A VIABLE LAND-BASED LONG-RANGE ASW CAPABILITY AND CANADA'S CONTRIBUTION TO NORTH AMERICAN DEFENSE.

9. GENERAL NASLIN (DEFENSE SUPPORT REP) NOTED CANADIAN NEED TO REPLACE CENTURION AND F-104, IN ADDITION TO CANADIAN PLANS TO PURCHASE A MEDIUM-RANGE ANTI-TANK GUIDED WEAPON. HE ASKED IF CANADA IS CONSIDERING JOINING COOPERATIVE PROGRAMS IN THESE AREAS. ANDERSON REPLIED THAT CANADA IS ACTIVE IN GROUPS UNDER CNAD AUSPICES, AND THAT ALL CONTENDERS FOR REPLACEMENT OR NEW PURCHASES WERE BEING EXAMINED. IN RESPONSE TO CHAIRMAN'S INQUIRY REGARDING POSSIBILITY OF COOPERATIVE PROGRAM FOR FIGHTER REPLACEMENT, ANDERSON MERELY REPLIED THAT CANADA DOES NOT BUILD FIGHTER AIRCRAFT ITSELF;  
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THEREFORE, ANY CANADIAN PROGRAM WOULD BE COOPERATIVE IN SOME RESPECTS. HE NOTED THAT THE "FAVORED VIEW" ON AIRCRAFT REPLACEMENT IS TO BUY ONE AIRCRAFT TO REPLACE CF-101, CF-104 AND CF-5. HE ADDED THAT BOTH THE F-15 AND F-14 MET CANADA'S RANGE REQUIREMENTS, BUT ARE VERY EXPENSIVE. DEFENSE SUPPORT REP NOTED THAT CNAD IS WORKING ON F-16 PROJECT, AND THAT CANADA HAS "TIME TO JOIN". ANDERSON DID NOT RESPOND.

10. CHAIRMAN SUMMARIZED MULTILATERAL REVIEW BY NOTING THAT "RESULTS COUNT". HE STATED THAT MEETING CONCLUDES ON A "SUSPENDED JUDGMENT", REMINDED CANADIAN REPRESENTATIVES THAT BALANCE BETWEEN FORCES FOR EUROPE AND FORCES FOR NORTH AMERICA IS NEEDED, AND HOPED THAT APPROPRIATE PRIORITIES FOR RE-EQUIPMENT PROGRAMS WOULD RESULT FROM CANADA'S DEFENSE REVIEW.

11. IN CLOSING REMARKS, CANADIAN REP (CHILD) SAID HE AND THE CANADIAN TEAM SHARED THE SENTIMENT VOICED BY THE U.S. REP, AND THAT THEY WOULD ALSO "WAIT WITH BATED BREATH" FOR COMPLETION OF THE DEFENSE REVIEW. COMMENT: IN SUBSEQUENT PRIVATE CONVERSATION WITH BADER, CHILD INDICATED HIS IMPRESSION THAT SECRETARY SCHLESINGER'S DISCUSSIONS IN OTTAWA HAD SALUTARY EFFECT ON DEFENSE REVIEW PROBLEMS. END COMMENT.BRUCE

NOTE BY OC/T: SECTION 2 OF 2 USNATO 5874 PARA 8 # AS RECEIVED.  
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